

Kingston upon Hull

Local Education Authority

Inspection Report

Date of Inspection: January 2005

**Reporting Inspector: David
Halligan HMI**

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Basic information

Name of LEA:	Kingston upon Hull Local Education Authority
LEA number:	810
Address of LEA:	The Guildhall Alfred Gelder Steet Hull HU1 2AA
Reporting Inspector:	David Halligan HMI
Date of Inspection:	January 2005

Summary

Introduction

Hull Local Education Authority (LEA) serves a clearly defined and densely populated urban area¹. Few of its population are from minority ethnic groups or from higher social classes and comparatively few of its adult population have higher educational qualifications. It is the ninth most deprived authority in the country. The unemployment rate, at 5%, is one of the highest in the country. Rates of crime and illness are high.

Attainment is improving. By the end of primary school education, it is now, for the most part, in line with the nation as a whole. In the secondary schools, despite all the improvement which has taken place, it remains well below the national average and the average in similar areas.

The Audit Commission's Corporate Governance Inspection in 2002 found serious weaknesses in the council. Some were still evident in a Progress Inspection in November 2003 which led to the government issuing a direction requiring the council to co-operate with an external Appointee in achieving its recovery. The Audit Commission's progress assessment in 2004 reported some progress but Hull's categorisation remains poor. The education service's component of that judgement incorporated judgements from the last inspection of the LEA, which was in 2002. This report shows much improvement since then.

¹ Hull LEA's statistical neighbours are: Salford, Middlesbrough, Sandwell, Barking and Dagenham, Halton, City of Nottingham, Coventry, Sunderland, Oldham and Rochdale.

Main findings

Summary: Hull LEA has improved since its last inspection. A high priority is now given to the education service by councillors, and there is now strong planning to act on that priority and to turn it into improved outcomes for the people of the city. The increased emphasis on inclusion, together with more coherent strategies to promote it and the development of multi-agency working, are resulting in better services and support for many of the city's most vulnerable children and young people. There remains much to be done. Difficult decisions are now being taken to remove surplus places and to rationalise special school provision but these emerging policies have yet to be turned into action. Stronger support for school improvement has yet to result in the necessary improvement in secondary school examination results. Given the degree of recent progress and the strength of leadership now offered by the LEA, there is reason to be confident that the necessary changes will happen. The LEA is now effective and has the capacity to make further improvement.

Areas of strength	Areas of weakness/for development
Corporate leadership of education	
<ul style="list-style-type: none"> The priority now given to education, and the readiness to act upon it Improved planning within education and at the centre of the authority Leadership provided by officers 	<ul style="list-style-type: none"> Implementation of recent plans and policies Identification of schools with emerging financial difficulties The curriculum provided for 14 to 19 year-olds
Strategy for education and its implementation	
<ul style="list-style-type: none"> Rates of improvement in pupils' attainment Integration of school improvement activities with those to promote social inclusion New plans to remove surplus places in primary schools Targeting of resources to needs 	<ul style="list-style-type: none"> Levels of attainment in secondary schools Current level of surplus places The education directorate's capacity to improve asset management planning
Support to improve education in schools	
<ul style="list-style-type: none"> The development of schools' leadership and management Implementation of the national primary strategy 	<ul style="list-style-type: none"> Support for information and communication technology Support for raising the attainment of minority ethnic pupils Aspects of management support services, particularly payroll and procurement
Support for special educational needs (SEN)	
<ul style="list-style-type: none"> Integration of SEN strategy with the promotion of social inclusion Support for schools in meeting the special needs of their pupils 	<ul style="list-style-type: none"> Delay in rationalising the provision of special schools The time taken to process statements of special educational need
Support for social inclusion	
<ul style="list-style-type: none"> Development of multi-agency working to promote social inclusion Support for health, safety, welfare and child protection 	<ul style="list-style-type: none"> Schools' understanding of the support for behaviour available from the LEA Promotion of racial equality

Recommendations

Key recommendation

Secondary education: Improve standards at the ages of 14 and 16 by developing and implementing an integrated approach to improving teaching, learning and the curriculum, and by promoting social inclusion.

Other recommendations

Corporate leadership of education

Targeting of resources: Align the processes for monitoring, challenging and intervening in schools' financial management more closely to those for other school improvement activities.

Strategic partnerships: Improve partnership working by rationalising the groupings responsible for it.

14 to 19 education: Develop an action plan to improve the curriculum to be offered to 14 to 19 year olds quickly and to clear deadlines.

Strategy for education and its implementation

Asset management: Ensure that there is sufficient staff to undertake the imminent demanding work load.

Surplus places: Ensure the intended action is taken to reduce the number of primary schools to reflect local need and make more efficient use of resources.

Support to improve education in schools

Information and communication technology: Improve support by strengthening the communication and consultation roles of the strategy group; securing agreement with the schools on longer term strategy; and improve the co-ordination of support and the dissemination of best practice.

The achievement of minority ethnic pupils: Finalise and publish the strategy for raising the achievement of minority ethnic pupils, including asylum seekers and refugees; and agree with schools how the funds for this work, including the Vulnerable Children Grant, are to be used and their use monitored.

Gifted and talented pupils: Work closely with all schools to ensure consistent and reliable identification of gifted and talented pupils from potentially vulnerable or disadvantaged groups.

Management support services: Provide schools with better information and guidance to enable them to become informed purchasers of services; and assess the value for money of the school meals service.

Support for special educational needs

Special schools: Complete the councillors' special school scrutiny as quickly as possible and agree a set of recommendations to be implemented without delay.

Statements of special need: Work with the primary care trusts to ensure that delays in processing statements cease, if necessary convening meetings at director level to agree a solution.

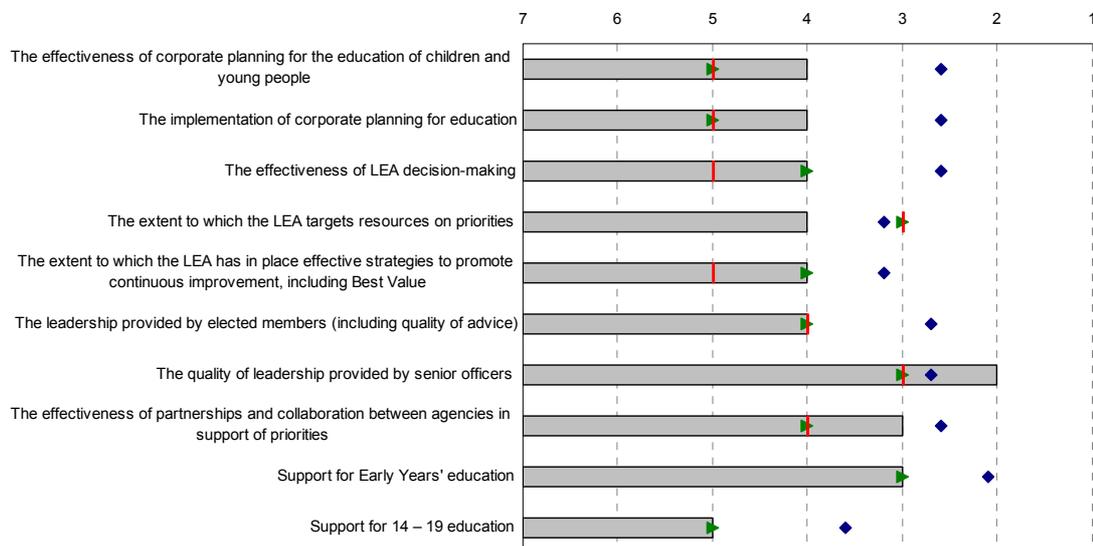
Support for social inclusion

Support for improving behaviour: Ensure that schools understand the continuum of support available from the LEA, and what they are themselves responsible for; and disseminate good practice more widely.

Racial equality: Urgently plan and deliver a programme of training for all staff; and work with schools and the community to identify and analyse racism, and to take effective action to eliminate it.

Section 1: Corporate leadership of education

Summary table of judgements



The bar represents the grade awarded to the LEA, the triangle represents the LEA's self-evaluation grade, the vertical line represents the LEA's previous grade and the diamond represents the average grade of all LEAs inspected in the last year. 1 = Very Good, 2 = Good, 3 = Highly Satisfactory, 4 = Satisfactory, 5 = Unsatisfactory, 6 = Poor, 7 = Very Poor.

Corporate planning for education and its implementation

1. This planning was unsatisfactory at the time of the last report. It has improved and is now satisfactory. Much of the planning, particularly at the corporate level where urgently needed improvement is now being made, is the result of recent changes which are not yet complete. The disjunction between corporate and educational planning, evident at the time of the last inspection, no longer exists. Inevitably at a time of rapid progress, the implementation of plans lags behind their formulation. Nevertheless, in the education directorate, implementation is also satisfactory.

2. Following the Corporate Governance Inspection (CGI) in 2002, the Office of the Deputy Prime Minister put in place an engagement with the council intended to secure improvement. Secondary education became part of the process of recovery in September 2004, as part of the programme of improvement. At present the council's corporate plan is a draft document and subject to consultation. It makes education one of its five priorities. The recently published *City Prospectus*, which is the first stage in the production of a new community plan, presents the economic issues confronting the city. Its analysis clearly demonstrates the contribution to economic regeneration expected from the education service.

3. Within the education directorate, planning has made strong progress. The key document, *Strategic Intent for Future Schools*, unites all of the LEA's plans, including the Education Development Plan (EDP), and provides a coherence to

educational policy which was lacking before, as well as a framework for planning at an operational level. Like all of the directorate's recent initiatives its production involved extensive consultation. As a result, it carries the support of the schools and the wider education community. The planning process has been further strengthened by the recent introduction of a medium term financial plan, but this will be affordable only if major efficiency savings can be made across the council as a whole. The education directorate's planning, like that in other services, has yet to be fully integrated into the new planning cycle which the financial plan has introduced.

4. The exercise of corporate leadership has gained in strength since the last inspection. The report recommended the introduction of a system of performance management. This has been done in the education directorate and, more recently, across all directorates. The education directorate's internal processes for the review of its activities have led to improvement. Most recommendations of the previous report have been acted on, although the response to a small number has been limited, notably those relating to minority ethnic pupils. The post-inspection action plan has been incorporated where necessary in the directorate's other plans.

5. Sharper decision-making complements improved consultation in the implementation of plans. Collaboration with other departments of the council and with external bodies is also strong. It has led to highly satisfactory work with early years providers, and has laid the foundations for improvements in provision for 14-19 year-olds, though the latter has some way to go before it becomes satisfactory. Importantly, the LEA is recovering the support of the schools. Most headteachers, other teachers and governors met during the inspection expressed a confidence in the LEA that has increased even since the summer when they completed the last Audit Commission survey. That so much progress has been made is the product of strong leadership of the LEA, particularly by the corporate director of education. The capacity for further progress is highly satisfactory.

Decision-making

6. At the time of the last inspection decision-making was unsatisfactory. It is now satisfactory. Difficult decisions are now being made. The current moves to reduce surplus places in primary schools, long-since necessary, show this new determination. Councillors have been well advised by the directorate and are now delegating more operational decisions to officers. The present system, with its public recording of delegated decisions made by officers both makes the decision-making system faster and more effective, and increases the accountability of officers. There continues to be a weakness, however, in the consideration of alternatives when decisions are made. For example, the recent introduction of the healthy eating initiative, providing free school meals to all pupils in primary and special schools, was made without consideration of suppliers other than the council's own school meals organisation.

Targeting of resources

7. At the time of the last inspection, the targeting of resources to priorities was highly satisfactory. It is satisfactory, overall. The council has set the current year's education budget 2% above the Formula Spending Share. While this demonstrates the priority attached to education, most of the increase is due to the healthy eating initiative. It is not directly linked to raising attainment, albeit reflecting broader priorities of the council. Next year this innovative project, for which the council had to gain special approval by statutory instrument, will cost over £4 million. A funding formula review was put on hold last year pending the introduction of the national minimum funding guarantee. The current formula favours primary schools above secondary schools when compared to other authorities. Although secondary schools have access to other specific grants including neighbourhood renewal funding this additional funding is short term. The full funding implications of the proposed primary schools reorganisation, special schools reorganisations and the integration of two special schools from a neighbouring authority, have yet to be determined.

8. Consultation on the budget is sound. Budget monitoring and control are secure and generally effective in monitoring school balances. However, this is done better in primary schools than in secondary schools. Few of the primaries have deficits and the number that do went down significantly in 2003-04. By contrast, the number of secondary schools in deficit is increasing. One secondary school's deficit increased by £230,000 in 2003-04, and was not identified early enough by either financial or school improvement monitoring processes.

Recommendation

- Align the processes for monitoring, challenging and intervening in schools' financial management more closely to those for other school improvement activities.

Strategies to promote continuous improvement, including Best Value

9. These have improved and are now satisfactory. As a result of them, there have been clear improvements in most parts of the education directorate. Although the corporate performance management system that was required following the CGI is now in place, the new system has yet to produce much improvement. It is still unclear which service reviews will be happen in the next year.

10. Existing service plans within education have been modified to be consistent with the council-wide format. The education service delivery plans clearly link with the emerging corporate plan, other statutory plans and set out actions required to drive improvement. They include budget information and show any current or anticipated financial problems. However, they do not show how the efficiency savings necessary to contribute to balancing the council's overall budget are going to be made. Evaluation of last year's activity is variable. The education service is aware of its strengths and weaknesses, however, and the self-evaluation prepared for this inspection was mostly accurate.

Leadership by elected members and advice given to them

11. Although there has been improvement since the last inspection, the leadership remains, on balance, satisfactory. The CGI led to development and training work with councillors which have contributed to the improvement evident in their approach to decision-making. In preparation for the introduction of integrated children's services an executive member has been charged with responsibility for the work. That councillor shares educational responsibilities with two other members, responsible for primary and secondary education respectively.

12. Councillors did not scrutinise the work of the executive adequately at the time of the last inspection. Scrutiny has improved considerably since then. It is now more closely involved in the development of policy, making clear recommendations on the basis of its investigations and then checking that action has been taken as a result. The scrutiny group is well served by officers as is the executive and as are other members. The corporate director provides regular and much appreciated briefings for the executive and for opposition councillors. There remains, however, too close an involvement of executive members in administrative matters, despite the improvement in delegation.

Leadership by senior officers

13. This was highly satisfactory at the time of the last inspection. It has improved and is now good. The corporate director has brought a new strength to the leadership of the directorate. It has provided a clear vision for the future. It uses analysis of performance and the factors which influence it, to set the right priorities and to deliver a coherent body of support to the schools. The headteachers encountered during the inspection expressed strong support for the new approach. Officers exercise their leadership of the educational community through frequent meetings with it, including regular meetings with headteachers and governing bodies. The willingness of schools to accept that change is necessary to raise attainment in secondary schools and to reorganise the primary schools shows the effectiveness of the leadership.

Strategic partnerships

14. This aspect of the LEA's work was not inspected in the last inspection. It is highly satisfactory, and has made much progress recently. However, its structures have become too complex.

15. Within the council, collaboration with the social services department is strong and a children's services group of councillors and officers has been set up to prepare the way for integrated services. Externally there are three main partnership groupings. The Local Strategic Partnership has a sub-group, the City Learning Partnership, which deals with lifelong learning. It oversees collaboration between the local Learning and Skills Council (LSC) and the LEA in the development of 14-19 education, and has been particularly effective in developing joint working between the education and business communities. The second body is the Children's and

Young People's Strategic Partnership. It provides a forum for collaboration between the LEA and such bodies as Sure Start, and the health and police services. Its main concern is with matters safeguarding children and it has produced the *Preventative Strategy* for the city. It has also involved young people themselves. The strategy was re-drafted and made more accessible to young people, at their request. The third body is the Partnership Board, formed in July 2004. This brings together schools with representatives of business and voluntary organisations, and has sub-groups to deal with matters specific to different phases of education.

16. All parties involved in these groups welcome the opportunity they provide for collaboration, and all of the groups can demonstrate positive outcomes for the education service. As they have grown, however, they have come to overlap and now have the potential to duplicate work.

Recommendation

- Improve partnership working by rationalising the groupings responsible for it.

Support for Early Years

17. This support was not inspected in the last inspection. It is highly satisfactory. The council has a strong commitment to early years education. All three- and four-year-olds have access to a nursery place and take-up has risen. In summer of 2004, 92% of four-year-olds were in some form of provision. The amount of support provided by the LEA, through the Early Years and Childcare Partnership has increased, and representatives from all types of settings spoken to during the inspection held a high opinion of it. The training and consultancy are well matched to the needs of the providers. Support for the early identification of children with special educational needs is strong. It is provided by two specialist early years SEN co-ordinators (SENCOs), and can call upon dedicated educational psychological support.

Support for 14-19 education

18. This support was not inspected in the last inspection. Despite signs of progress, it is unsatisfactory. Collaboration between individual secondary schools, sixth form colleges and the further education college has some good features and there are examples of initiatives to broaden the curriculum. For example, an engineering course developed collaboratively between schools, the college and industry is attracting pupils in Key Stage 4. Nevertheless, such examples do not form a coherent curricular offer for all 14-19 year-olds in the city. There has been success in reducing the number of pupils not in education or training. However, the proportion of 16-19 year-old pupils in full time education, although increasing, has failed to meet its targets for the last three years. In the current year, it stands at 62.6%, against a target of 66%.

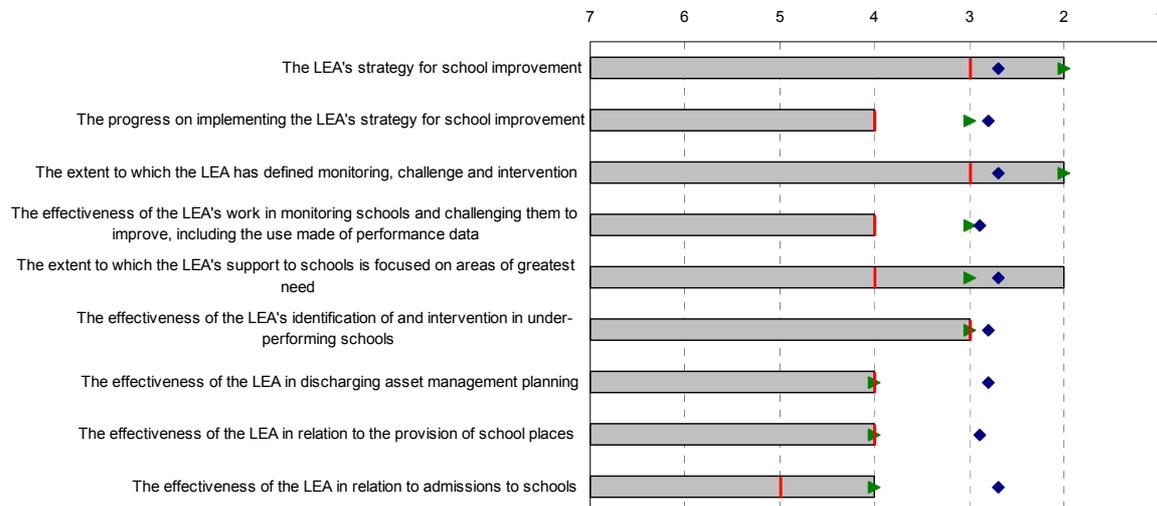
19. The current 14-19 strategy was produced in summer 2004. It has some strength in its provision of a statement of entitlement for the age group. It has, however, not yet been developed into a detailed action plan for the implementation of its proposals, although there is the intention to do so, shortly. There is also now an improved capacity to improve 14-19 provision with the appointment of a strategy leader, jointly paid for by the LEA and the local Learning and Skills Council.

Recommendation

- Develop an action plan to improve the curriculum to be offered to 14 to 19 year-old students quickly and to clear deadlines.

Section 2: Strategy for education and its implementation

Summary table of judgements



The bar represents the grade awarded to the LEA, the triangle represents the LEA's self-evaluation grade, the vertical line represents the LEA's previous grade and the diamond represents the average grade of all LEAs inspected in the last year. 1 = Very Good, 2 = Good, 3 = Highly Satisfactory, 4 = Satisfactory, 5 = Unsatisfactory, 6 = Poor, 7 = Very Poor.

The strategy for school improvement and its implementation

20. The school improvement strategy is good. A detailed audit and annual revisions have led to a broadly-based Education Development Plan (EDP) 2004-05, which is a refinement of the earlier plan. In the current plan, responsibilities are clear, success criteria are measurable, and actions are costed. The plan has been subject to thorough consultation and evaluation, which have been further strengthened through scrutiny by service reference groups. The EDP is driven by the *Strategic Intent for Future Schooling*, which provides the vision for school improvement. There are close links between these two documents, the strategy for monitoring, challenge, intervention and support, and the service development plan of the schools' achievement and standards service. All have a clear focus on raising attainment. The contribution of a range of services to raising achievement is recognised and the Excellence in Cities (EiC) initiative is now closely involved with the schools' achievement and standards service (SASS). The strategies for school improvement, social inclusion, and special educational needs are increasingly well integrated.

21. The LEA's progress on implementing its strategy for school improvement is satisfactory. The great majority of the EDP's activities are progressing to schedule. On most indicators, rates of improvement in attainment are above those found in similar LEAs and nationally. However, the unrealistic EDP targets for 2004 were not met and the schools' aggregate targets do not match those of the LEA. Rigorous action is being taken to improve both the target setting process and performance in

meeting targets. Nevertheless, levels of attainment, particularly in the secondary phase, are still too low and there are weaknesses in teaching, learning, the curriculum and the promotion of social inclusion for secondary aged pupils.

22. The LEA has strengthened its strategies, plans and partnerships in order to give impetus to improvement. In present circumstances, its capacity to improve is at least highly satisfactory in almost all related areas. It has a clear strategy for monitoring, challenge, intervention and support, which is well understood by those involved. Effective procedures for the differentiation of support direct resources where they are most needed and only one school remains in special measures. The SASS has been restructured and its procedures for monitoring and challenge are strengthened by the use of improved performance data, supplied by the information management and research team. The proportion of surplus primary school places has continued to grow since the time of the previous inspection but a good strategy has now been developed to reduce the surplus. The LEA's effectiveness in administering admissions to schools has improved and is now satisfactory. Similar progress has been made in asset management planning, although the capacity for further improvement is limited. Progress in implementing the strategy for school improvement is monitored and evaluated regularly and the outcomes are reported to members, schools and other partners.

Recommendation

- Improve standards at the ages of 14 and 16 by developing and implementing an integrated approach to improving teaching, learning and the curriculum, and by promoting social inclusion.

The LEA's monitoring, challenge and intervention in schools and the targeting of support

23. In its *Strategy for Securing School Improvement*, the LEA defines monitoring, challenge and intervention well and states clearly the circumstances in which each is applied. The document sets out a differentiated approach, in line with the code of practice on LEA/school relations, and stresses schools' responsibility for their own improvement. The strategy is reviewed annually and is well understood as a result of effective consultation with headteachers, governors, and other services and partners.

24. The LEA's approach to its focusing of support on areas of greatest need is good. Central to the process is the school review group, chaired by the director, which meets regularly to consider individual schools' performance and to allocate support according to their identified needs. This is achieved through a clear system which places schools in one of five bands, ranging from schools that merit only a "light touch" to those found, either by the LEA or by Ofsted, to require intervention. The group's effectiveness is strengthened by the involvement, in addition to the SASS of a range of services and other initiatives, including EiC. It is a measure of the LEA's success in this strategy that only one school remains in special measures and none is identified by Ofsted as having serious weaknesses. A clear distinction is

made between core support to which schools are entitled and additional help and advice which they are able to pay for. The schools understand this and frequently purchase additional support from the LEA's school improvement services.

25. The effectiveness of the LEA's work in monitoring schools and challenging them to improve is satisfactory. The policy and procedures have improved and monitoring involves well-coordinated information from a range of services. Monitoring, challenge, intervention and support for individual schools are co-ordinated by link advisers. Written records of advisory visits helpfully set out the responsibilities and actions required of the school and of the LEA. Challenge is applied not only to target setting but also to other important aspects of schools' self-evaluations. Nevertheless, the challenge to secondary schools has yet to succeed in helping them to raise standards sufficiently. Moreover, too few schools in both primary and secondary phases meet their targets. However, the LEA's improved performance data now focus on the prior attainment of individual pupils and are helping schools to set more realistic targets.

Asset management planning

26. This remains satisfactory. Improvements have been made in the quantity and quality of the information held by the council and in the training provided to primary headteachers. These were both weak at the time of the last inspection. Capital priorities and the allocation of funds to different schools are now much clearer.

27. Delays in filling vacant posts and changes in the staffing structure have, however, limited further improvement. A successful £250 million bid for building schools for the future has been made, along with a major contribution to planning the reorganisation of primary schools. This has necessarily been given priority over other work. The staffing currently available is insufficient to handle the implementation of these two major projects.

Recommendation

- | |
|--|
| <ul style="list-style-type: none">• Ensure that there is sufficient staff to undertake the imminent demanding work load. |
|--|

Providing school places

28. This is satisfactory overall; a good strategy to improve the position is now in place. However, progress has been too slow.

29. Surplus primary school places have increased since the last inspection. Despite the plans at that time to reduce the surplus to 10%, it has risen from 12% at that time to over 13%. The target that only 3 primary schools should have more than 25% of places surplus was also not achieved. The LEA's record of making planned, contentious school closures has been poor.

30. The LEA has now produced good plans, well based on evidence, to achieve a long-term, sustainable provision of primary school places. Officers from the education and housing services have worked closely together on the detailed research to establish the number of places needed in different parts of the city. In January 2005, the council's cabinet approved a formal consultation process on the closure of seven primary schools and the amalgamation of a further four, by September 2006, or earlier if possible. Primary school headteachers interviewed during the inspection now agree there is a need for action, and for schools to close.

31. The school organisation plan published in December 2003 deals with most of the recommendations from the previous report and details each school's capacity and its pupil numbers at January 2003. However, it has yet to be updated to reflect the proposed re-organisations.

Recommendation

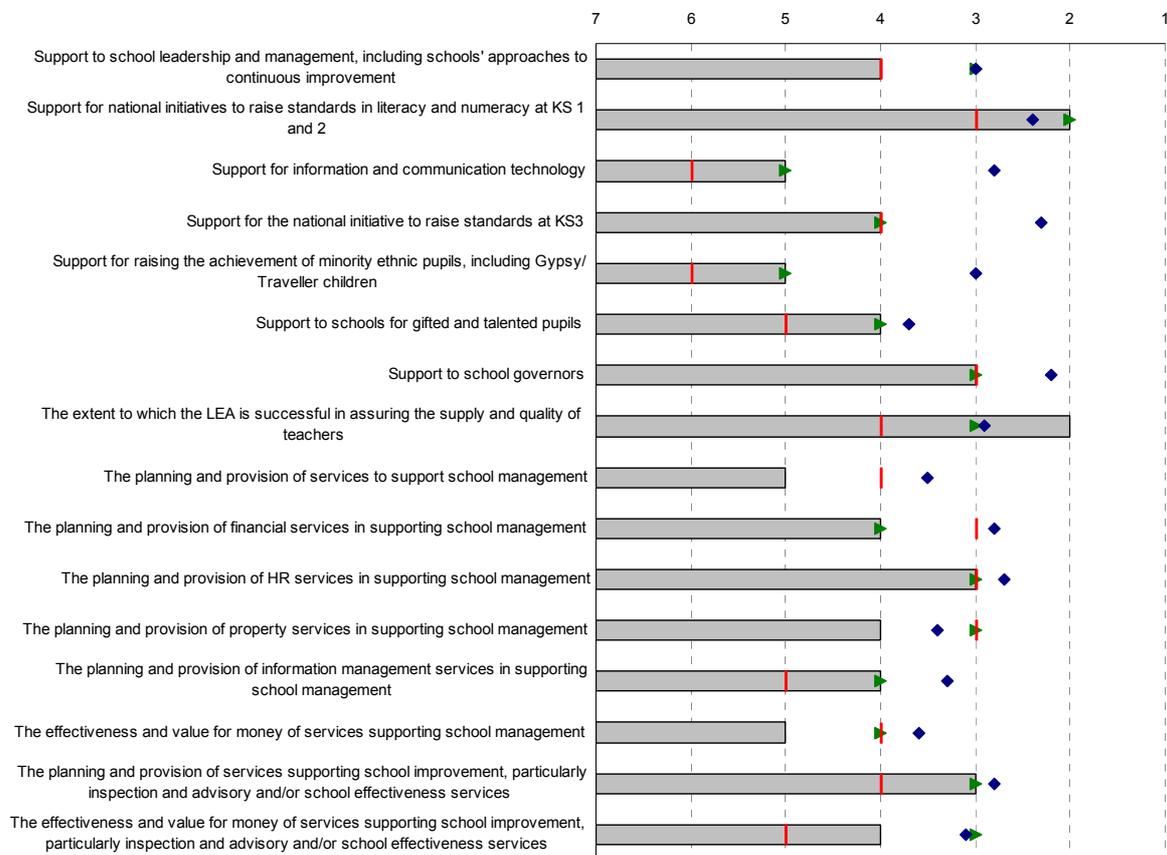
- Ensure the intended action is taken to reduce the number of primary schools to reflect local need and make more efficient use of resources.

Admissions to schools

32. Admission arrangements were unsatisfactory at the time of the last inspection. They are now satisfactory. Improvements have been made in both the areas of weakness found by the last inspection. In 2003/04 nearly all appeals were heard within the target 30 school days. The admissions booklets and helpful additional leaflets now attend to the needs of parents, rather than solely to technical rules and regulations. The remaining weakness is the lack of clarity of the booklets. The information is to be further improved following advice from the Campaign for Plain English.

Section 3: Support to improve education in schools

Summary table of judgements



The bar represents the grade awarded to the LEA, the triangle represents the LEA's self-evaluation grade, the vertical line represents the LEA's previous grade and the diamond represents the average grade of all LEAs inspected in the last year. 1 = Very Good, 2 = Good, 3 = Highly Satisfactory, 4 = Satisfactory, 5 = Unsatisfactory, 6 = Poor, 7 = Very Poor.

Support for school leadership, management and continuous improvement

33. The LEA's support for the management of schools continues to be satisfactory. Improving leadership and management, particularly at middle management level in secondary schools, is a high priority for the authority. Inspections show that in the majority of primary and secondary schools leadership and management are good. However, although the quality of teaching is in line with the national average the LEA's own analysis shows that further improvement is needed, particularly in secondary schools. Work relating to the national strategies is helping to meet this need. It is making a difference. There are good working relationship between teams of consultants. They are becoming better at providing co-ordinated support for the schools. Consultants' meetings with senior and middle managers are generally successful in disseminating good practice.

34. An important part of the support for management is its emphasis on improving schools' ability to self-evaluate their work and build their capacity to improve. The directorate supports governors well in this.

35. Most schools consider the majority of services to be at least satisfactory but primary schools are generally more positive than secondary about the advice and guidance provided. The payroll service is a notable exception in both phases. Changes to the way the LEA has organised a number of its services, to emphasise raising attainment, as well as its increasingly refined ability to analyse data are enabling the support to be matched more closely to each school's needs. This is being welcomed by schools' managers and they would like the approach to extend to all services.

36. In contrast, the LEA has made limited progress on the recommendation in the previous inspection report to support schools to become more effective purchasers of services. This is leading to an over reliance on LEA services by some schools because they are not confident in making judgements about a wider selection of services that may better meet their needs.

Support for the national initiatives at Key Stages 1 and 2

37. The LEA's work in this area is good. At the ends of Key Stages 1 and 2, standards in both English and mathematics have risen faster than nationally and attainment is in line with similar authorities. Schools that have received additional support, including those in the pilot intensive support programme, have improved faster than other schools in the LEA and nationally.

38. At the higher levels of attainment there has been less success. Continuous improvement in data collection and analysis, however, is enabling improved identification and monitoring of the attainment and progress of specific groups of pupils, including the more able. This year, for example, 97% of pupils targeted in the More Able Maths Club attained a higher grade in Key Stage 2 tests. More detailed analysis of prior attainment data this year is also improving target setting in literacy and numeracy.

39. Consultants are valued by schools and work effectively to support leadership and management as well as teaching. There is good collaboration with other consultant teams working in early years and Key Stage 3, as well as with link advisers and other services such as Family Learning. Where it will be useful they work jointly to plan and deliver training.

40. The management of the work identifies priorities effectively, analysing the nature of intervention required and allocating support. Expertise is extended by using advanced skills teachers and external support. The Talk Project is an externally commissioned programme which has been especially successful. Standards of teaching and learning have improved in the participating primary schools, and the project has identified a need to improve speaking and listening more generally in the authority.

Support for information and communication technology (ICT)

41. This support was poor at the time of the previous inspection. There has been progress since then but the support remains unsatisfactory. The report's recommendations have only been partially met particularly in the matter of building capacity to support schools. There have been improvements in infrastructure, resource provision and innovative projects but poor co-ordination of the different types of support has led to piecemeal development, confusion in some schools about what is available and to duplication. Schools, particularly secondary ones, are sceptical about the longer term plans for curriculum ICT.

42. The inclusion of ICT as a priority in the EDP has identified key tasks for action. Statutory requirements for the curriculum and the ratio of computers to students are likely to be met this year. Schools, particularly primary ones, are positive about the work and the accessibility of advisers and consultants although they find that time limitations make the support reactive rather than proactive. The ICT Strategy Group provides a forum where different partners including schools, Community Learning Centres, the university, and private companies come together with the LEA to share and disseminate some innovative and effective practice. Meetings of ICT co-ordinators are not well attended, nor are they used effectively for sharing good practice.

43. A thorough audit has provided the LEA with detailed information about the varying needs of schools. This has led to targeted training on assessing levels of attainment, as well as more general training in both primary and secondary schools in order to raise standards. A dip in Key Stage 3 attainment in 2003 has been identified and rectified this year. However, there is still considerable improvement to be made to meet the ICT target.

44. The Revolutionising Teaching and Learning Project, well resourced by the council as part of a community-wide project to increase access to ICT in the home, is a significant development that is already having an impact on teaching and learning.

Recommendations

- Improve support for ICT by strengthening the communication and consultation roles of the ICT Strategy group and secure agreement with schools on the longer term strategy for ICT.
- Improve the co-ordination of the support available to schools and the dissemination of best practice.

Support for the national initiative at Key Stage 3

45. The support in this area continues to be satisfactory, and follows a sound strategy. Overall results at Key Stage 3 declined in English and science in 2004, but between 2001 and 2003 the increase in the attainment of pupils in all 3 core subjects was above the national average. Nevertheless, the targets continue to

remain out of reach. Attendance in both Years 7 and 8 improved in 2004. The progress of pupils with special educational needs is closely monitored and is above the national rate, however, similar monitoring for all groups of potentially vulnerable pupils is not carried out consistently.

46. Schools receiving intensive support are improving at a faster rate than other schools in the LEA and nationally. However, there is a need for better analysis of how the support affects classroom practice. There is good co-ordination of work in schools through a single support plan and an increasingly close working relationship between consultants and link advisers. The consultants work effectively on the priority areas of teaching and learning, and subject leadership, across the curriculum. The consultants work well as a team and with other consultants in the primary phase and within EiC. Training is often planned collaboratively, for example, in ICT and in relation to gifted and talented pupils.

47. The recent allocation of a Key Stage 3 consultant to each of the three collaborative groups has increased their support for schools' senior managers as has the development of the residency programme. This programme, through training and verification of schools' self-evaluation, is further helping senior managers develop subject leadership.

Support for raising the achievement of minority ethnic pupils, including Gypsy and Traveller children

48. At the time of the last inspection, this support was poor. There has been recent improvement but the service remains unsatisfactory. Compared with similar authorities, the number of minority ethnic pupils is small. The largest group is Bangladeshi pupils who make up 0.4% of the population in primary schools and 0.3% in secondary schools. However, there has been a steady increase in the number of minority ethnic pupils, including refugees and asylum seekers. There has also been an increase in the number of pupils for whom English is an additional language.

49. The attainment of the majority of minority ethnic pupils has generally been in line with or above that of other pupils, but officers are now finding evidence to show that there is underachievement in some groups of pupils, for example, asylum seekers and refugees from Eastern Europe and the Middle East. Funding for a number of ethnic awareness and children's diversity projects, through the Children's Fund, have been successful in increasing contact with minority ethnic communities, particularly with parents. Nevertheless, there still remain a number of important gaps. These include finalising and implementing a long-overdue LEA strategy to raise the attainment of minority ethnic pupils. There is not enough openness about the use of funding and, in particular, about the criteria for the allocation of the Vulnerable Children's Grant.

50. The type of support needed is changing and the service that supports pupils with EAL is now part of the schools' achievement and standards service to emphasise its role in raising attainment. The service now has a detailed plan for its

work with schools that is linked closely to the EDP. This has begun to deal with the recommendations in the last inspection report. The Travellers' Education Service, a collaboration between three authorities, is also now managed within the central service. It works closely and effectively with other services, including adult education, and has been successful in increasing Travellers' attendance and attainment.

Recommendations

- Finalise and publish the LEA strategy for promoting the achievement of minority ethnic pupils and for supporting asylum seekers and refugees.
- Agree with schools how funds for this work, including the Vulnerable Children Grant, are to be used and their use monitored.

Support for gifted and talented pupils

51. This is now satisfactory. Since the last inspection there has been considerable progress in collecting and analysing the data necessary to identify and support gifted and talented pupils and in raising awareness of their needs in schools. This progress is recognised by both primary and secondary schools. All secondary schools, for example, have identified their own cohort of pupils in addition to the cohort identified within EiC. They are sharing good practice. There are good links with extension programmes such as summer schools. Learning mentors are being used to support these pupils effectively.

52. The work of EiC has been built on successfully in the recently completed gifted and talented policy statement. In addition, the establishment of close links between the primary adviser with responsibility for gifted and talented pupils and the EiC co-ordinator is enabling a co-ordinated approach to the extension programme in primary schools. Over half the primary schools are actively involved in the programme and it is intended that all schools will be incorporated by the end of the summer term 2005. A link teacher has been identified in all primary schools.

53. There is evidence that targeted action is increasing the number of gifted and talented pupils achieving at the higher levels, particularly at five and seven A* - C grades at GCSE. However, there are still inconsistencies of progress in the core subjects in Key Stage 3, and in ensuring the reliable identification of gifted and talented pupils from potentially vulnerable or disadvantaged groups.

Recommendation

- Work closely with all schools to ensure consistent and reliable identification of gifted and talented pupils from potentially vulnerable or disadvantaged groups.

The supply and quality of teachers

54. The support to ensure the supply and quality of teachers has improved: it is now good. Since the last inspection, the authority has worked increasingly effectively with a number of partners including the schools, the university and the unions, to attract new applicants into the city, to extend the nature and range of development opportunities available to current staff and to act on workforce reform. The Graduate Teacher Programme, in particular, has been extremely successful in attracting new recruits into teaching and there has been a significant increase in the number of newly qualified teachers starting their careers in the LEA, and in those remaining in post for a second year. Vacancies can be identified easily and applications made through an innovative and popular on-line facility that provides access to information about the city and its individual schools.

55. Staffing needs are analysed thoroughly and regularly to inform action in both the short and longer term. One example is the recent establishment of the *Leaders of the Future* programme which is designed to meet the increasing need for senior managers in primary schools and well-qualified middle managers in secondary schools.

56. Co-ordination of the well-supported continuing professional development programme has been improved. Secondary schools, in particular, have been critical in the past of the lack of bespoke support. Provision is now becoming increasingly flexible in its delivery and in meeting specific needs in individual schools or groups of schools. The induction of newly appointed headteachers is one example of effectively individualised and targeted support.

Effectiveness and value for money of services to support school management

57. This is unsatisfactory. There has not been enough progress made in assisting schools become informed purchasers. The needs of schools in developing the use of their delegated purchasing power are not being met.

58. Services, with the exception of payroll are all at least satisfactory and the information provided about service level agreements is adequate. The comprehensive services booklet provided to schools informs them of alternative service providers but it is not clear enough about the core service entitlements they should expect if they choose not to use the LEA's traded services.

59. Schools were consulted about the support they need to become more informed purchasers and a post was established to provide the support. The post remains unfilled and the support has not been provided. A school access and business service has been developed but it has yet to have an impact on schools.

60. The implementation of new corporate systems has not taken full account of its likely impact on the delivery of services to schools. For example, at the time of the last inspection, payroll was rated as good or very good by the majority of schools. It is now unsatisfactory, and has been so for well over a year. Schools are,

understandably, collectively starting to consider alternative payroll providers. Elements of personnel and finance support to schools, relating to payroll have also deteriorated despite a working group formed in November 2003 to deal specifically with schools' concerns.

61. Value for money is unsatisfactory. The council's decision to offer free school meals and breakfasts to all primary and special schools has doubled the school meals budget. Value for money has not been tested. Also the £200,000 which schools collectively pay for the payroll service provides poor value for money.

62. The 2004-05 level of charge to education for corporate finance, personnel and ICT services had still to be agreed at the time of the fieldwork, despite months of negotiations.

Recommendations

- Provide schools with better information and guidance to enable them to become informed purchasers of services.
- Assess the value for money of the school meals service.

The planning and provision of property services

63. Property services were unsatisfactory at the time of the last inspection; they are now satisfactory. Service specifications have been simplified and the scope of the service offered to schools has been clarified. Capacity has been strengthened by the creation of a partnership arrangement between the council and its contractors. This is an innovative approach to improving service delivery and primary schools in particular are now significantly more positive about the service they receive.

Effectiveness and value for money of services to support school improvement

64. The planning and provision of services supporting school improvement continue to be highly satisfactory. There is a renewed emphasis on school improvement and raising standards. The priorities for improvement are clear to schools, officers and members. Strategy and planning are of high quality. The major plans link well. They are monitored regularly and revised as necessary. Since the last inspection, the SASS has been re-structured on a broader basis and its work is now strengthened by the contributions of other services that support pupils' progress. Within each of the primary and secondary phases, schools work together in partnerships and collaborative groups, supported by advisers and consultants. Relationships between the LEA and schools are improving but there is still more to be done by all concerned.

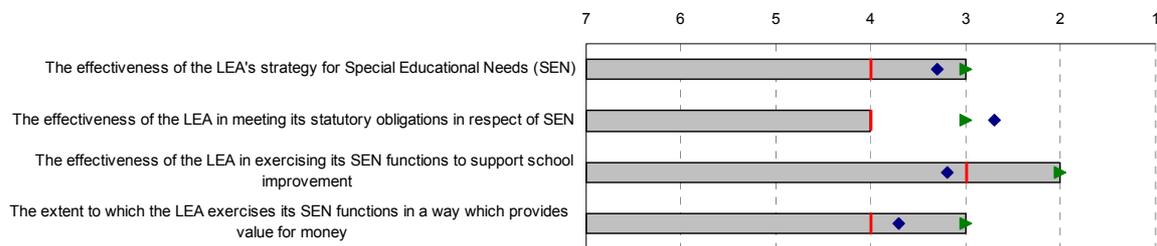
65. The SASS staff are deployed according to their strengths. They are industrious, and committed to their work. Predominantly, staff have the relevant knowledge, skills and experience to carry out their roles. Where there are gaps,

expertise is purchased from external sources. Weaknesses in secondary experience and expertise have been redressed recently by recruitment of staff with relevant senior management experience in secondary schools. However, there has not been enough time for the impact of their work to be seen. The consistent system of performance management and review includes relevant professional development and newly-appointed staff receive a thorough induction. All advisers have completed the national training for school improvement professionals.

66. Overall, the services' effectiveness and value for money are satisfactory. The costs of the support are broadly in line with those in similar LEAs. Both provision and outcomes are improving but, as the LEA acknowledges, much remains to be done. Many aspects of school improvement are proceeding at a faster pace than elsewhere and, with few exceptions, the services involved provide at least satisfactory support. However, levels of achievement in schools are still too low.

Section 4: Support for special educational needs (SEN)

Summary table of judgements



The bar represents the grade awarded to the LEA, the triangle represents the LEA's self-evaluation grade, the vertical line represents the LEA's previous grade and the diamond represents the average grade of all LEAs inspected in the last year. 1 = Very Good, 2 = Good, 3 = Highly Satisfactory, 4 = Satisfactory, 5 = Unsatisfactory, 6 = Poor, 7 = Very Poor.

The strategy for SEN

67. The LEA has revised and developed its strategy for SEN since the last inspection. Many of the issues highlighted in the previous report have been resolved. The strategy is now highly satisfactory. The vision has been clarified and there is now a closer congruence between SEN and other aspects of inclusion. Schools and other partners have been closely involved and are fully supportive of these developments. The principle of inclusion has the strong agreement of schools and other partners. The LEA encourages its schools to be autonomous but provides good support for SEN where this is needed. There is a developing emphasis on self-evaluation, subject to validation by officers.

68. The principles underpinning the strategy: identifying SEN in the early years, inclusion, raising standards and partnership, are being followed in a comprehensive and integrated way. The strategy is coherent with other plans and partnership working is developing well. This, together with increasingly effective multi-agency working at an operational model makes the authority well placed for the imminent establishment of an integrated children's service. Support for SEN is an integral part of the school improvement programme. Early intervention is proving successful and is enabling fewer statements to be issued to older pupils. These aspects of the authority's SEN strategy are underpinned by good financial planning and control.

69. There is, however, a lack capacity to deliver a successful post-16 programme for all students with special needs. Collaboration with the local Learning and Skills Council is not sufficiently effective. Elected members and officers have a good understanding of inclusion but, in the past, the council has not always been prepared to tackle difficult issues. The delay in considering the outcomes of the latest review of special schools, the first of which started in 1996, is leading to frustration and eroding support from special school headteachers. Members have now set up a scrutiny review of special schools which has the potential to lead to the necessary action being taken.

70. Whilst special schools were under review, the authority gained control of two schools in a neighbouring authority. These schools are close to the city's boundary, and provide necessary specialist support for many of its SEN pupils. However, the rationale for their acquisition has not yet been made clear to other schools, particularly their role in the totality of provision for emotional and behavioural difficulties.

Recommendation

- Complete the councillors' special school scrutiny as swiftly as possible and agree a set of recommendations to be implemented without delay.

Statutory obligations

71. The LEA's fulfilment of its statutory obligations has improved since the last inspection: it is now satisfactory. The quality of statements is good. They contain perceptive assessments of children's needs and are sufficiently detailed about the level and type of support that should be provided. The authority's policy of stating only those pupils who have significant additional needs means that the number of statements is below average and resources and support are sharply targeted. Letters and written advice to parents are presented professionally but in a highly accessible style. An informative web site is also available to parents. Annual reviews are monitored and officer's attendance is properly prioritised.

72. The authority acted promptly to meet the recommendation in the previous report to reduce the number of tribunal appeals. The outsourced parent partnership service was reviewed and a mediation officer appointed. These actions have led to a very significant decrease in the number of appeals going to tribunal. Conciliation and mediation is proving highly effective.

73. Despite its best endeavours the LEA has been less successful in completing statutory assessment, inclusive of exceptions, within the statutory period. Although the completion rate for all statements has improved from 38% to 69%, this is still unacceptable. The majority of exceptions are due to delays in response from the medical authorities.

Recommendation

- Work with the primary care trusts to ensure that delays in processing statements cease, if necessary convening meetings at director level to agree a solution.

SEN functions to support school improvement

74. Services to support schools have improved from satisfactory at the last inspection to good. The work of SEN co-ordinators (SENCOs) is a feature of this strong provision. They have high status in schools and their networking across clusters is developing well. The LEA makes additional expertise and advice available

through its support service and provides good quality training for co-ordinators. SENCOs value highly the support of the LEA. Although there is a slight reduction in the level of buy back from schools since the last inspection, this is attributed to schools having a greater confidence in managing special needs themselves. Support is supplemented by specialist outreach work from special schools. As the special schools review comes to a conclusion this work will necessarily be considered further alongside the rest of the service. The education psychology service is effective.

75. The authority has produced an extremely clear SEN handbook for the use of SENCOs and others. The national Code of Practice is well promoted, with schools being clear about its implementation and operation. A structured self-evaluation has been agreed with schools and interesting pilot work is underway to establish the effectiveness of different support in raising achievement. The LEA's school review process, including challenge and monitoring, includes a clear focus on special needs. As a result, the progress of pupils with special needs compares well nationally and with similar authorities.

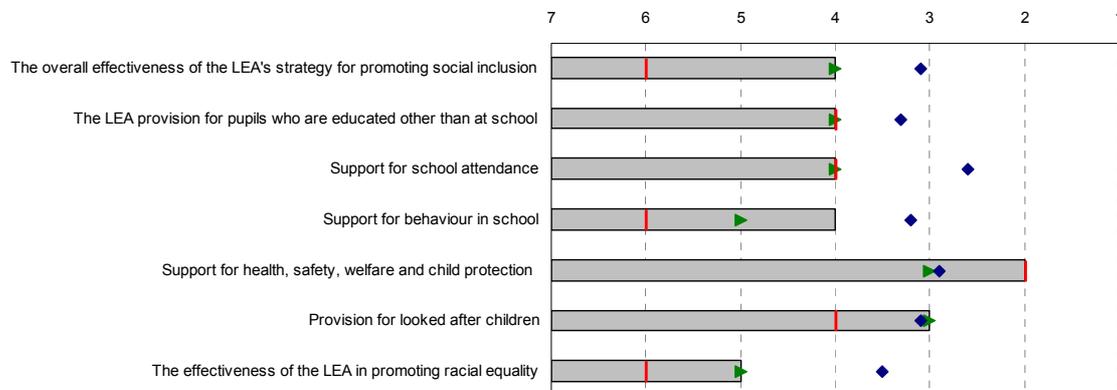
Value for money

76. The LEA provides highly satisfactory value for money. A high level of SEN funding is delegated to schools and carefully monitored by the finance team in co-operation with SENCOs. A more sophisticated 'resource mapping' measure is being trialled and led by Hull as part of a regional initiative. The total amount of the local schools' budget spent on special education properly reflects local needs. The number of statements is below statistical neighbour and national averages and the budget for special schools and out of area places reflects this.

77. Schools have been consulted about the criteria for identifying pupils with SEN which are reasonable, understood and supported by them. Delegated funding is, in the main, going to the right pupils, while children with more complex needs are safeguarded by statements. Access plans are now in place for all schools. There is evidence of local joint planning for services, for example a jointly funded speech therapy service. Some effective joint arrangements are also in place, for example a Humberside service for visually impaired pupils. However there is limited brokerage or outsourcing of support. Overall, the authority can demonstrate that its expenditure on provision is producing satisfactory, and in some cases above average, results for the pupils.

Section 5: Support for social inclusion

Summary table of judgements



The bar represents the grade awarded to the LEA, the triangle represents the LEA's self-evaluation grade, the vertical line represents the LEA's previous grade and the diamond represents the average grade of all LEAs inspected in the last year. 1 = Very Good, 2 = Good, 3 = Highly Satisfactory, 4 = Satisfactory, 5 = Unsatisfactory, 6 = Poor, 7 = Very Poor.

The strategy for social inclusion

78. There has been good progress in developing and implementing the strategy for social inclusion. The work is now satisfactory. Policies have better coherence and inclusion is now seen as central to better education and social outcomes for young people. Policies are supported by action plans, but too many success criteria are based on establishing procedures rather than on outcomes for children and young people. Schools and other partners fully accept the need for inclusion. The strength of the work is that inclusion has become an integral part of school improvement. In many areas, especially looked after children and child protection, the strategy is beginning to have a discernible impact. Work to improve attendance and behaviour is stronger but, as yet, not always fully effective in schools. Work to promote racial equality is also improving but remains unsatisfactory.

79. Councillors and senior officers have, in general, given good leadership in this area. Members are particularly concerned to be more socially inclusive, as is evident in their support for corporate parenting. The social inclusion strategy is regularly scrutinised by councillors. Collaboration with external agencies has been strengthened and there is evidence of multi-agency work leading to positive outcomes for vulnerable young people. The youth service has played a valuable role in multi-agency work. Joint working between education and social care has improved and a good foundation is being laid for the development of a Children's Trust. The values and principles of the inclusion policy reflect the aims in the Green Paper *Every Child Matters*, and the Children Act. They are fully supported by officers and headteachers. There is a general move towards a more preventative strategy in order to provide better value for money and improve support for young people. This change has yet to become part of the work of all of the schools. Since the last

inspection, the attainment and reintegration of pupils without a school place have improved.

80. The increased emphasis on inclusion, the establishment of more coherent strategies and the development of multi-agency working show that there is a good capacity to improve further.

Support for attendance

81. This function remains satisfactory and has some strengths. Both primary and secondary attendance have improved more rapidly than in similar areas and nationally. Primary attendance is now better than in similar authorities but, despite considerable improvement, secondary attendance remains well below both the national average and that in similar areas. Much of this absence is condoned by parents or carers.

82. The LEA uses a range of methods to improve attendance and considers it in each of the regular school reviews. This is backed up by a clear and comprehensive strategy document, supported by a developing self- evaluation tool for schools.

83. The LEA's support is proportionate to schools' needs and the schools are beginning to examine the attendance of individual pupils. Particularly vulnerable groups, such as Travellers and looked after children, are closely monitored. LEA support also emphasises the primary to secondary transition period. Some schools, supported by the LEA, have begun to address the high level of authorised absence by curtailing permission for pupils to take holidays during term time. There is very good liaison with the police service. There are truancy sweeps and, although prosecution is a last resort, when instigated it is pursued rigorously.

Support for behaviour

84. This was unsatisfactory at the time of the last inspection. Since then the LEA has acted on the report's recommendations and the support is now satisfactory. Rates of exclusion are going down, but in the primary phase, 17% of the schools account for 75% the fixed term exclusions. There is much to do if progress is to be maintained and schools are to be fully confident in the authority's support.

85. A comprehensive behaviour support plan has been produced. It has sound budget and resource data. The LEA recognises value for money would be improved by a closer scrutiny of unit costs. It intends to reconfigure budgets to free resources for direction towards pupils who are hard to place. The behaviour and attendance support partnership properly links both parts of its work together. As a result, management has been strengthened, roles have been clarified and structures made more effective. There is now greater coherence to overall behaviour support.

86. Data is now analysed more closely and links behaviour, attendance and attainment at the levels of individual pupils and schools. This allows support to be directed where it is needed through the work of the school review group. The LEA is

devolving money for behaviour support to schools rather than maintaining a large behaviour support service. This is improving outcomes.

87. However, schools still do not fully understand the LEA's continuum of support and too many headteachers believe that the LEA's response to behaviour remains reactive. Generally, the dissemination of good practice is weak.

Recommendations

- Ensure that schools understand the full continuum of support available from the LEA and what the schools themselves are directly responsible for.
- Disseminate examples of good practice more widely.

Support for health, safety, welfare and child protection

88. The support continues to be good. The new corporate approach to health and safety is working effectively. Risk assessment support is available and a helpful auditing tool is being developed.

89. The child protection strategy is built around safeguarding children rather than reacting to crises. There was a comprehensive audit of child protection in the summer of 2004. It is now to be done annually. The audit revealed a number of concerns, including the timeliness of reports and the accountability of governors. Action is being taken to deal with the shortcomings. There is good quality advice and guidance available for schools, and schools with high referral rates are given additional support. Clear and precise protocols are in place for joint working and sharing information with social services and other agencies. Training for designated staff is good. The area child protection committee is independently led and manages its own budget. It is well supported by senior officers of the LEA.

Provision for looked after children

90. This is now highly satisfactory. Compared with statistical neighbours and nationally, there are a high proportion of looked after children. However, the approach of extending support to those at risk of needing such care is having a positive effect in bringing the numbers down. A concerted programme has been put in place to provide for the children within the city and priority admissions procedures have been agreed with schools.

91. In 2003, the attainment of this group was unsatisfactory. No looked after child attained five or more A*-C grades at GCSE in either 2001 or 2002. As a result of improved support, in 2003, 6% of looked after children reached that level, close to the national average. This figure held steady in 2004. The number of looked after children attaining at least 1 A*-G has increased significantly to 80%. Exclusions remain above the national level for these children but are declining. Governors have been recommended not to exclude looked after children.

92. Councillors provide strong support as corporate parents and this has helped to establish a positive attitude towards providing for looked after children. There is a clear commitment at a senior level to improving attendance and raising attainment, although not all social care workers yet demonstrate this at school level. However, a high proportion of Personal Education Plans (PEPs) are in place and a strong programme operates for getting the views of the young people themselves about their needs and involving them in decision-making.

Promoting racial equality

93. There is evidence of some improvement in the promotion of racial equality but it remains unsatisfactory. This is partly the result of extremely slow progress in the council's adopting an effective policy for the city as a whole and so clarifying roles and responsibilities. However, it is also because essential training for all staff has not happened. In some parts of the authority there remains a lack of understanding of the need to act. There are also differing views about the prevalence and nature of racial harassment, particularly in secondary schools, combined with a concern in the community that it is not always being tackled effectively.

94. A revised and greatly improved policy was finalised in December 2004 and this, together with the appointment of experienced and determined staff at corporate and directorate levels, is already making a difference to the profile of race equality. Councillors' and senior officers' commitment is now evident in the allocation of resources to a training programme for all staff, including those in schools. The multi-agency Race Equalities Group is growing in significance and the authority's improved ability to collect detailed and accurate data is informing planning and the targeting of action.

95. The education directorate has been partially successful in addressing the recommendations in the last report, particularly that relating to the reporting of racial incidents. Returns are now reported to governors and received from virtually every school. The LEA now understands its weakness in this area. There is more to be done both to support and challenge schools. Revised guidance on race equality is to be included in the next revision of the EDP and the analysis of returns from schools on their race equality policies and on racist incidents are to be used to direct support where it is needed.

Recommendations

- Urgently plan and deliver a programme of training on race equality for all staff.
- Work with schools and the community to identify and analyse racism and its causes and to take effective action to eliminate it.

Appendix A

Record of Judgement Recording Statements

Name of LEA :	Kingston upon Hull Local Education Authority
LEA number:	810
Reporting Inspector:	David Halligan HMI
Date of Inspection:	January 2005

No	Required Inspection Judgement	Grade	Fieldwork*
Context of the LEA			
1	The socio-economic context of the LEA	6	
Overall judgements			
0.1	The progress made by the LEA overall	4	
0.2	Overall effectiveness of the LEA	4	
0.3	The LEA's capacity for further improvement and to address the recommendations of the inspection	4	
Section 1: Corporate strategy and LEA leadership			
1.1	The effectiveness of corporate planning for the education of children and young people	4	
1.2	The implementation of corporate planning for education	4	
1.3	The effectiveness of LEA decision-making	4	
1.4	The extent to which the LEA targets resources on priorities	4	
1.5	The extent to which the LEA has in place effective strategies to promote continuous improvement, including Best Value	4	
1.6	The leadership provided by elected members (including quality of advice)	4	
1.7	The quality of leadership provided by senior officers	2	

1.8	The effectiveness of partnerships and collaboration between agencies in support of priorities	3	
1.9	Support for Early Years education	3	
1.10	Support for 14 – 19 education	5	
Section 2: Strategy for education and its implementation			
2.1	The LEA's strategy for school improvement	2	
2.2	The progress on implementing the LEA's strategy for school improvement	4	
2.3	The performance of schools	5	
2.4	The extent to which the LEA has defined monitoring, challenge and intervention	2	
2.5	The effectiveness of the LEA's work in monitoring schools and challenging them to improve, including the use made of performance data	4	
2.6	The extent to which the LEA's support to schools is focused on areas of greatest need	2	
2.7	The effectiveness of the LEA's identification of and intervention in underperforming schools	3	NF
2.8	The effectiveness of the LEA in discharging asset management planning	4	
2.9	The effectiveness of the LEA in relation to the provision of school places	4	
2.10	The effectiveness of the LEA in relation to admissions to schools	4	
Section 3: Support to school leadership and management, including schools' efforts to support continuous improvement			
3.1	Support to school leadership and management, including support for schools' approaches to continuous improvement	4	
3.2	Support for national initiatives to raise standards in literacy and numeracy at KS 1 and 2	2	
3.3	Support for information and communication technology	5	

3.4	Support for the national initiative to raise standards at KS3	4	
3.5	Support for raising the achievement of minority ethnic pupils, including Gypsy/ Traveller children	5	
3.6	Support to schools for gifted and talented pupils	4	
3.7	Support for school governors	3	
3.8	The extent to which the LEA is successful in assuring the supply and quality of teachers	2	
3.9	The planning and provision of services to support school management	5	
3.9a	The planning and provision of financial services in supporting school management	4	NF
3.9b	The planning and provision of HR services in supporting school management	3	NF
3.9c	The planning and provision of property services in supporting school management	4	
3.9d	The planning and provision of information management services in supporting school management	4	NF
3.10	The effectiveness and value for money of services supporting school management	5	
3.11	The planning and provision of services supporting school improvement, particularly inspection and advisory and/or school effectiveness services	3	
3.12	The effectiveness and value for money of services supporting school improvement, particularly inspection and advisory and/or school effectiveness services	4	
Section 4: Support for special educational needs			
4.1	The effectiveness of the LEA's strategy for special educational needs	3	
4.2	The effectiveness of the LEA in meeting its statutory obligations in respect of SEN	4	
4.3	The effectiveness of the LEA in exercising its SEN functions to support school improvement	2	
4.4	The extent to which the LEA exercises its SEN functions in a way which provides value for money	3	

Section 5: Support for social inclusion			
5.1	The overall effectiveness of the LEA's strategy for promoting social inclusion	4	
5.2	The LEA provision for pupils who have no school place	4	NF
5.3	Support for school attendance	4	
5.4	Support for behaviour in schools	4	
5.5	Support for health, safety, welfare and child protection	2	
5.6	Provision for looked after children	3	
5.7	The effectiveness of the LEA in promoting racial equality	5	

**NF' under fieldwork means that no fieldwork was conducted on this function during this inspection.*

JRS numerical judgements are allocated on a 7-point scale:

Grade 1: Very good; Grade 2: Good; Grade 3: Highly satisfactory; Grade 4: Satisfactory; Grade 5: Unsatisfactory; Grade 6: Poor; Grade 7: Very poor

Note: in the case of JRS 1: socio-economic context of the LEA and JRS 2.3: performance of schools, grades relate to comparisons against national averages:

Grades 1-2: Well above; Grade 3: Above; Grade 4: In line; Grade 5: Below; Grades 6-7: Well below.

Appendix B

Context of the inspection

This inspection of Kingston upon Hull LEA was carried out by Ofsted in conjunction with the Audit Commission under section 38 of the Education Act 1997.

This report provides a commentary on the inspection findings, including:

- the progress the LEA has made since the time of its previous inspection in 2002;
- the overall effectiveness of the LEA and its capacity to improve further;
- the LEA's performance in major aspects of its work;
- recommendations on areas for improvement.

The summary is followed by more detailed judgements on the LEA's performance of its individual functions, which sets the recommendations for improvement into context.

All functions of the LEA have been inspected and judgements reached on how effectively they are performed. Not all functions were subject to detailed fieldwork, but in all cases inspectors reached their judgements through an evaluation of a range of material. This included self-evaluation undertaken by the LEA, data (some of which were provided by the LEA), school inspection information, HMI monitoring reports, and audit reports. In addition, the inspection team considered the earlier Ofsted/Audit Commission report on this LEA and a questionnaire seeking the views of all schools on aspects of the work of the LEA. In those areas subject to fieldwork, discussions were held with LEA officers and members, headteachers and governors, staff in other departments of the local authority, diocesan representatives, and other agencies and LEA partners.

The functions that were not subject to detailed fieldwork in this inspection were:

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| <ul style="list-style-type: none">• the identification of, and intervention in underperforming schools;• support for school governors;• management support services for finance, personnel and information management;• provision for pupils educated other than at school. |
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Inspection judgements are made against criteria that can be found on the Ofsted website. For each inspected function of the LEA an inspection team agrees a numerical grade. The numerical grades awarded for the judgements made in this

inspection are to be found in Appendix A. These numerical grades must be considered in the light of the full report. Some of the grades are used in the Comprehensive Performance Assessment profile for the education service.

Context of the LEA

Hull is a clearly defined and densely populated urban area. The population at the time of the 2001 census was 243,589. It is predominantly white, (97.7%) and the second largest minority ethnic group, in the population as a whole, is Chinese (0.35). The census also showed that 11% of the population had higher educational qualifications, compared with 20% nationally and that 17% of its population was in social classes 1 and 2, compared with 27% nationally. The index of multiple deprivation shows Hull to be the ninth most deprived authority nationally. In 2003, 32% of primary school pupils were entitled to free school meals as were 24% of the secondary pupils. These proportions are above national levels. The unemployment rate, at 5%, is one of the highest in the country. The school population is 40,499 and declining in both primary and secondary phases. The proportion of pupils in special schools is in line with the national average. The LEA maintains 3 nursery schools, 77 primary, 15 secondary, 6 special (2 acquired in September 2004) and 4 pupil referral units.

The council has 59 members, of whom 27 are Labour, 22 are Liberal Democrat, 3 are Hull Independent, 3 are Liberal, 2 are Conservative and 2 are Independent.

The performance of schools

The data for 2004, not yet validated, show that pupils' performance at the end of Key Stage 1 in reading, writing and mathematics was in line with that found in similar LEAs but below or well below national averages. In science, pupils achieved above the average level for similar LEAs and in line with the national figure. Over the past five years, rates of improvement have compared favourably with those in similar LEAs and the nation as a whole, significantly so in relation to reading and science. Attainment in English, mathematics and science tests at the end of Key Stage 2 was in line with the averages for similar LEAs and, in mathematics and science, with national performance. Although pupils did significantly better in English than in 2003, their attainment was still below the national average.

Secondary results do not compare well with those in the primary phase. At the end of Key Stage 3, although rates of progress exceed those found elsewhere, test results in English, mathematics and science are below the averages for similar LEAs and well below national outcomes. Performance in GCSE examinations, although improving considerably faster than elsewhere, is well below the averages for similar LEAs and the nation as a whole. The proportion of pupils achieving five or more A* to C grades remains the lowest in the country and the LEA failed to meet the government's national minimum target of 38% by rather more than three percentage points.

In the primary phase, the proportion of pupils permanently excluded is well below the averages for similar LEAs and the nation. The secondary proportion is lower than that in similar LEAs and in line with the national figure. Primary attendance and unauthorised absence rates are at least in line with those elsewhere but in the secondary phase, they are significantly worse.

Ofsted inspections in 2001-2003 found that the proportions of good or very good primary and secondary schools were below similar LEAs' and national figures, although the proportions of satisfactory or better schools were in line with both comparators.

Funding data for the LEA

Schools budget	Kingston upon Hull	Statistical neighbours average	Unitary Average	England Average
	£ per pupil	£ per pupil	£ per pupil	£ per pupil
Individual schools budget	2,953	2,940	2,795	2,900
Standards fund delegated	58	59	56	63
Excellence in Cities	75	67	28	35
Schools in financial difficulty	3	6	4	4
Education for under fives (non-ISB)	42	59	87	85
Strategic management	18	33	31	30
Special educational needs	49	113	116	126
Grants	18	40	26	26
Access	125	68	63	60
Capital expenditure from revenue	0	26	19	24
Total schools budget	3,339	3,411	3,224	3,354
Schools formula spending share	3,172	3,182	3,057	3,197

Source: DfES Comparative Tables 2004-05

LEA budget	Kingston upon Hull	Statistical neighbours average	Unitary average	England average
	£ per pupil	£ per pupil	£ per pupil	£ per pupil
Strategic management	101	123	89	99
Specific Grants	26	14	18	14
Special educational needs	30	38	36	36
School improvement	25	38	35	38
Access	107	121	137	142
Capital expenditure from revenue	6	1	2	2
Youth and Community	114	83	70	75
Total LEA budget	409	418	387	406

Source: DfES Comparative Tables 2004-05

Notes:

All figures are net.

Funding for schools in financial difficulties excludes transitional funding.

Averages quoted are mean averages; the original DfES Comparative Tables quote median average figures, not the mean average.

Notes